

Part III

YOUTH

in the



GLOBAL
ECONOMY

YOUTH IN THE GLOBAL ECONOMY

POVERTY AND HUNGER

Even with the unprecedented growth in world incomes and unparalleled improvements in global standards of living in recent years, extreme poverty still plagues the lives of millions of youth with almost half of the global youth population living on less than \$2 a day. In addition, youth experience poverty not only through financial limitations but also through limitations in access to public services such as clean water, adequate transportation, health care, and education.

Young people are, in general, often overlooked in poverty eradication policies and therefore it is important to note that current data on poverty estimates do not accurately capture the experiences of youth. One reason for this incomplete picture is a static definition of poverty, typically measured in terms of household income or expenditures. This definition tends to focus on persistent poverty among the long-term poor often caused by entrenched structural, social or economic factors such as location or access to education or health care. This kind of poverty is usually measured in household surveys but may miss many young people.

Instead, youth poverty is often situational and prone to short-term fluctuations. The setbacks that may occur in adolescence (defined as ages 10 to 19) or young adulthood should be kept from pushing young people into a more intractable chronic poverty. Setbacks are common when one is struggling to develop a steady source of livelihood, find full time work or support young children. A more dynamic definition of poverty that captures the lifestyle fluctuations common among young people is, of course, difficult to measure but provides a more thorough understanding of youth poverty and can, in the long run, better inform policy makers. Thus, there is a need for more quantitative and qualitative research on poverty among youth to better illustrate their experience.

The following definition may more accurately reflect poverty as lived by contemporary youth:

Poverty is a denial of choices and opportunities, a violation of human dignity. It means lack of basic capacity to participate effectively in society. It means not having enough to feed and clothe a family, not having a school or a clinic to go to, not having the land on which to grow one's food or a job to earn one's living, not having access to credit. It means insecurity, powerlessness and exclusion of individuals, households and communities. It means susceptibility to violence, and it often implies living on marginal and fragile environments, without access to clean water and sanitation.⁴

⁴ Statement for Action to Eradicate Poverty, adopted by the Administrative Committee on Coordination (ACC) in May 1998.

Another dimension of poverty involves hunger, which is more amenable to measurement, including the manner mentioned in the second target of the Millennium Development Goals (the first is reducing the proportion of those who earn less than \$1 a day by half by 2015). This target calls for the reduction by half, of those who suffer from hunger, measured by the prevalence of underweight children and the proportion of a country's population below a minimum level of dietary energy consumption. Data on underweight children is an important indicator in its own right as a measure of child nutrition and also serves to complement income poverty estimates. The Food and Agriculture Organization (FAO) estimates in 2004 that there were 160.1 million undernourished young people.

One may also examine poverty on the basis of the non-fulfilment of basic human rights. According to the Universal Declaration of Human Rights, Article 25: "Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control."

Strategies should aim at helping youth manage the risk of poverty in their lives. For policy makers, this means having up-to-date information on who are the most vulnerable youth and who are likely to fall further behind as they get older. This information is integral to designing long-term poverty reduction strategies and to allocating resources, boosting access to essential services, supporting community social networks and addressing the root causes of exclusion.

Poverty Reduction Strategy Papers (PRSPs) need to better reflect this broader view of poverty. Of the 31 PRSPs completed between May 2002 and September 2003, 17 give major attention to youth in their action plans focusing mainly on education and employment. However, only six PRSPs have specifically identified youth as a group in poverty. Why is it important to regard youth as a major cross-cutting issue in the PRSPs? Simply put, piecemeal or single programme interventions are not likely to deliver the range of benefits that an integrated approach can.

Little more than half of the PRSPs in this time period were drafted with the consultation of young people. PRSPs informed by the views and ideas of poor youth not only have a better chance to reflect a more integrated approach based on local, regional and national assessments of the specific challenges lived by poor youth, but also have a better chance of effectuating lasting progress.

■ **Why focus specific policies on rural and urban youth?**

Rural youth face higher levels of poverty than their urban counterparts with a difference in living standards that may be marked by severe deprivation of shelter and sanitation. Poverty rates reach as high as 70 per cent in some rural areas particularly among small farmers or landless families in developing countries. Rural youth still trail



urban youth in school enrolment and educational attainment with significant but narrowing disparities by gender. In recent years, the lack of opportunity in rural areas has caused migration to the urban centres. Young people have always been significantly represented in rural to urban migration flows often causing overcrowding in urban schools and stress on service provision. The average age in cities in comparison to rural areas will become lower over the next generation. Young migrants are most likely to settle in slums or other overcrowded and hazardous settlements. Thus, urban poverty is partly the result of the interplay between rural deprivation and urban decline. Though the global population currently is split roughly in half between rural and urban areas, there

has been a decline in resources on the national and international levels devoted to rural and agricultural development. In addition to education and training, youth must receive support and access to resources to enable them to become active partners in rural development. For rural youth it is particularly important that this support highlights the link between home, school and the community.

The World Programme of Action for Youth places a strong emphasis on rural development, support for urban youth in marginal sectors of urban centres, reducing the disparities between urban and rural youth, and on actions to make farming and agricultural life more attractive so that young people take an active role in agriculture and food security.

■ How can government improve the lives of young people from rural areas?

- Strengthen the organizations which serve them, especially those that address health and education.
- Improve the quality of education so that it is held to the highest national and international standards.
- Incorporate the use of distance and e-learning so that rural youth are not sidelined.
- Initiate a broad approach to education that includes programmes that target older youth who have left school at a young age to work in agriculture.
- Include an explicit agricultural growth strategy with a role for youth in mainstream poverty reduction efforts.
- Use the rural or agricultural environment to enhance and provide context to learning.
- Promote the provision of agricultural credit schemes.
- Provide information on how to increase agricultural productivity.
- Facilitate the movement of new technologies beyond urban centres to mitigate feelings of rural social and economic isolation.

■ How can government improve the lives of young people from urban areas?

- Include poorer youth who reside in slum or peripheral areas in programmes that target the urban youth labour market; access to jobs and services in urban environments for this population may also entail payments for public transportation.
- Facilitate access to financial institutions so that poor and low-income youth can save, access credit, accumulate assets and have the option to send money back to relatives in rural areas.
- Count urban youth that live in peripheral areas, overcrowded buildings and illegal settlements so that official poverty statistics do not undercut urban poor youth. Those no longer living with their families risk being overlooked and excluded from poverty reduction measures.
- Identify risks and disadvantages that are specific to urban youth.
- Improve access to sanitation and clean water in slums.
- Strengthen access to education and health care, especially through building the capacity of the institutions that serve seasonal migrants or those who reside in peripheral urban areas who might have weak family ties.
- Consider the leisure needs of young people in the processes of urban planning in order to ensure the availability of open green spaces for sports and recreation.

EDUCATION

Education is a basic human right and helps one realize his or her human potential. It forms the knowledge and competencies that allow one to thrive at home, in the work place and throughout one's lifetime. The right to education is one that all children and youth, including those caught in natural and human-made emergencies, must be able to access. Youth who drop out of school are more vulnerable to poverty, abuse, HIV/AIDS, hazardous labour, and living in the street and are less likely to acquire the skills needed for the labour market. While education enhances opportunities, it also promotes critical and creative thinking, problem solving skills, informed decision-making, self-esteem, teamwork, and language skills and is a precondition for community participation, food security, healthy lifestyles and peaceful societies.

UNESCO estimates that some 120 million youth are presently engaged in tertiary studies worldwide. However, universal access to education is often threatened in poorer communities or in the most rural areas where there are inadequate schools; 113 million children are not in school and over 130 million are illiterate.

Though the current youth population is the most highly educated and trained group ever, they are still viewed as risks both by employers and mainstream financial institutions and also experience a difficult transition from school to the workplace.

In many developing countries, university degrees are often conferred in disciplines that are less expensive to teach such as the social sciences, while cuts in areas such as engineering and technology cause some high tech jobs to remain unfilled. Even though borders have largely eroded and despite a more global consciousness, many educational institutions have retained a local or national orientation.

The curricula of many training programmes often do not reflect the current labour demands; thus the acquisition of additional skills may involve extra costs to employers, thereby dimming the prospects of youth. As the economy and the global labour market are constantly in flux, training should not be viewed as a one time investment to supplement studies or only take place at the beginning of one's working life. Skills need to be constantly upgraded and expanded to suit the contemporary job market. Thus the education and training system also needs to reflect such transformations.

■ What characteristics of youth training programmes are helpful in creating more opportunities for youth?

- Flexibility and responsiveness to the needs of the workplace
- Links with the labour market and employers
- Internship programmes through partnerships with local businesses
- An emphasis on personal development and career planning
- On-the-job training and work-study programmes
- Inclusion of those who work in the informal economy or those who have never been employed
- Entry requirements that permit informal workers and people from historically disadvantaged groups to participate and benefit
- Opportunities for mentoring and the exchange of information among peers
- Vocational guidance that does not discriminate against or stereotype young women

■ How can government strengthen the links between young people and employers?

- **Train skilled guidance and vocational counselors so they may provide information on the nature of employment paths as well as wages and working conditions.** In many countries, regardless of income level, women are often steered towards household-related or low-skilled jobs that are characterized by low status or little pay, according to the ILO. Well-trained guidance and vocational counsellors may be helpful in reducing this type of stereotyping so that young women may pursue life-long learning and real career development.

- **Expand the number and capacity of job centers to improve the dissemination of labour market information so that young people will be better equipped in choosing a career path.** Job placement and training are usually local matters assumed by the state or non-governmental organizations; without adequate funding, these centres will not be able to efficiently serve young people or reach out to the poorest youth.
- **Partner with the private sector to identify high-demand skills.** While more youth are attending school and staying in school longer, the labour market would absorb more graduates if it had stronger links to the educational system. Such partnerships can work to inform the school and training curriculums and resource distribution channels according to the demands of major employers.
- **Provide social protection schemes to help poor youth cope with periods of unemployment and unexpected shocks due to such events as economic setbacks, natural disasters, or conflict.** Youth are often the first to be let go in a recession and the last to be hired in more flush times. Extending and improving the quality of social protection and providing coverage in the informal economy can prevent youth poverty and cushion youth experiencing livelihood fluctuations. Governments and donors can also support innovations such as co-operative insurance schemes or grain storage that work to hedge against risk.
- **Support establishing training programmes linked with certain sectors that may lead to full-time permanent employment.** To allay the fears of employers concerning the potential inexperience of youth, successful completion of on-the-job training, where a youth can receive a stipend, may be rewarded with a contract and a competitive salary. Otherwise, there should be a clearly defined relationship with emerging labour market demands and current occupational requirements. As a result of monitoring these demands, government may control the quality and the type of service. As training alone does not create jobs and can come at significant cost, the training curriculum should also take into account the intended clientele and the economic conditions.
- **Create scholarships for girls and young women to work and study in areas where historically women have been under-represented.** Often, young women will need extra incentives to pursue studies in a male-dominated field. Without many role models in such fields, scholarships and mentoring programmes will open up new areas for women and fuel their confidence and ambitions.



In areas where a relatively high percentage of female youth had only a primary education, needing to help the family, lack of money for school and also marriage were cited as the main reasons girls stopped attending school. However, studies clearly indicate that the education of girls boosts household income in the long run and helps improve the quality of life for the whole family. The multiplier effect of educating girls is clear when the results of efforts to get more girls into school, for longer durations, demonstrate dramatic improvements in the development of a community as a whole.

■ How can government help youth, especially girls and young women, attain a higher level of education?

- **Consider the redistribution of resources to meet girls' and young women's specific educational needs.** Access to schooling involves more than just initial enrolment. Often times there are structural problems such as the lack of separate bathrooms for girls, not enough chairs or desks for girls or the school is not a safe place for them. School books often need to be updated as they do not contain positive representations of women or women are absent from the materials altogether.
- **Ensure that young mothers finish their education by allowing and encouraging them to return to school after the birth of a child.** This goal may be facilitated by providing childcare programmes and transportation assistance to those with few resources and by alleviating the pressure felt by pregnant girls to drop out of school. The educational system should not enforce a rigid policy of age of entry corresponding to a certain class or grade; flexible age of entry has shown that young people will enter the system at an older age without any previous schooling or may re-enter the system after time away.
- **Provide incentives to families to make sending all children to school a worthwhile proposition.** In some areas families cite opportunity cost as a central reason for not sending children to school; without youth at home, work that contributes to the family's economic well-being will not be completed. Poor families with children may be offered financial incentives or guaranteed provision of other valuable resources if their children consistently attend school.
- **Raise and enforce the legal age of marriage.** So that girls are not forced to marry and stop attending school, the legal age for marriage should be raised and enforced in all parts of a country. Raising the legal age also serves to lessen the chance of forced marriage to men many years senior to the girls. The legal age for boys to marry is often higher than the age for girls by a few years; the minimum legal age for marriage should be the same for all persons.

- **In marginalized areas or in areas marked by chronic poverty, institute school feeding programmes.** Meal programmes are of particular benefit to girls because they are more likely than boys to suffer from poor nutrition which can harm cognitive development. Periods of hunger can impair one's ability to concentrate and cause young people to repeat grades or drop out. These programmes can also serve as an incentive to send children to school even when there is a high demand for labour in the home or in agricultural areas.
- **Make efforts to ensure the safety of girls and young women and protect them from sexual harassment that may dissuade them from continuing their studies.** A feeling of insecurity among girls and young women can lead them to drop out. In addition to simple measures like enclosing the school yard with a fence or wall, security can be provided in a number of ways to reassure both students and parents. Where there are few girls in school, they can be ridiculed or tormented by male teachers or boys, an environment that should not be tolerated. Resources also need to be devoted to recruiting and training more female teachers in areas where teaching is still a male-dominated profession so that girls and young women feel more comfortable in the classroom.
- **Promote to parents the value of education with media campaigns in areas with low school attendance and raise public awareness of the dangers of trafficking for labour or sexual exploitation.** Often, it is desperate circumstances or the lure of a promise of lucrative work in another area that causes a family to send away young men and women. Parents, caregivers and youth should be alerted to the potential dangers, exploitation and false promises of the clandestine industry of job brokers, travel agents and intermediary agents.
- **Consider adjusting the schedule and hours of the school day in some areas to be sensitive to local needs.** The school schedule may be altered to allow girls and boys in rural areas to fetch water in the morning or perform other domestic chores before the start of the school day. In some contexts, school may also break mid-day on market day so youth and teachers are not frequently absent.

■ Non-formal Learning

It is important that efforts be made to reach youth who have dropped out of the formal education system before acquiring basic literacy and math skills and provide them with education or training that will enhance their life skills and employability. Governments are encouraged to establish systems to ensure the recognition, validation and accreditation of non-formal and informal learning for young people. Such a move would acknowledge the value of knowledge and experience gained outside of the traditional learning environment, and would demonstrate the importance of integrating formal and non-formal learning in one's overall education.

Effective non-formal education programmes target youth who have never been to school. These opportunities represent a second-chance for youth who have spent much of their childhood at work or in dangerous settings and may serve as a force for their inclusion in the mainstream labour market.

■ Learning about HIV/AIDS in the Classroom

Non-Formal Education—A Second Chance Bangladesh Rural Advancement Committee (BRAC)

The non-formal primary education programme of BRAC, the largest NGO in Bangladesh, clearly demonstrates how an institution can adapt to fill local needs, in this case, education, life skills and poverty reduction for those traditionally outside formal schooling. How does this programme fill a niche? While teaching the same material as mainstream schools, it targets a separate population: adolescents and older children (70% female) in densely populated rural areas characterized by high rates of dropout. BRAC provides numeracy and literacy skills to adolescents in over 27,000 community schools who had dropped out of schools and were unlikely to return. The result is a programme with comparatively higher retention rates.

Because poverty is identified by Bangladeshi parents as a major reason for their children dropping out or not enrolling in the formal schools, the program is designed so that parents incur practically no direct costs for sending their children to BRAC schools. Books and supplies are provided free, uniforms are not required, school hours are varied to fit with the cycles of domestic and agricultural needs, and schools are located in close proximity to the student's homes. Though the total number of hours is fixed, schools in different regions, to ensure consistent attendance, have different school year schedules as a result of consultations with parents. In addition, the curriculum and learning materials are gender sensitive and inclusive of children from ethnic minority groups as well as children with disabilities. New learning materials are developed, tested and updated on a continuous basis.

Gaining the consent and support of communities and parents did, however, prove challenging at first, particularly the effort to insist that girls and boys who are under the age of 20 must be able to learn and enjoy their adolescence.

The programme is a success due to BRAC's intimate links with the community in a country where less than 40% of children ever start school. Of those who complete the four year programme, 95% of students pass the exam for entry into the fourth grade of official primary school. Through partnership with BRAC and the government of Bangladesh, major funding comes from the World Bank and the Asian Development Bank.

Source: World Bank, www.braceducation.org

HIV/AIDS represents a huge challenge to many countries, and the classroom is an appropriate setting as a first line of defence against its spread. Schools and teachers can address HIV/AIDS prevention as part of a comprehensive life skills programmes established as a core part of the mainstream curriculum. These programmes offer young people gender-specific information on HIV and on the steps they can take to prevent the infection's spread. Programmes that promote life skills for healthy living train them to analyse situations critically, challenge gender stereotypes, communicate effectively and make responsible decisions. These skills are of crucial importance to young women as it is more difficult for them to negotiate safe sex and they are more easily infected with HIV during sex than young men. Life skills programmes can also incorporate instruction on health, hygiene and nutrition, all elements that, when compromised, can compromise the immune system and increase vulnerability. According to UNAIDS, in 2006 less than 50 per cent of young people had meaningful access to comprehensive HIV/AIDS information and services—the goal set in the Declaration of Commitment on HIV/AIDS adopted by the General Assembly in 2000 was 90 per cent by this time. The classroom presents a captive audience; integrating vital information on prevention into the classroom environment is one way to help meet this goal.

■ Why is it important to learn about HIV/AIDS in the classroom?

- Raise awareness about HIV/AIDS-related stigma, discrimination and human rights violations
- Challenge myths, taboos and prejudices through open discussion and accurate information
- Empower youth so that they are able to avoid risky behaviour
- Convey positive images and messages that portray people living with HIV/AIDS as possessing the right to lead full and productive lives
- Establish a space where youth may engage in dialogue about relationships, HIV/AIDS, and their rights through peer-to-peer education
- Disseminate information so that people are more likely to seek counselling, testing, treatment and support

■ What is the effect of education on HIV/AIDS prevention?

In addition to school-based programs that specifically focus on HIV/AIDS, recent studies confirm that better-educated people have lower rates of infection. A study of 15 to 19 year-olds in Zambia found a marked decline in HIV-prevalence rates among those with a medium to higher level of education but an increase among those with a lower educational level.

YOUTH EMPLOYMENT

According to the International Labour Organisation (ILO), levels of unemployment among young people are two to three times higher than among the adult population. Though youth represent one quarter of the working age population between the ages of 15 and 64, they made up half of the total 191.8 million people out of work worldwide in 2005. The bleakest pictures are in sub-Saharan Africa, where the share of youth unemployment reaches as high as nearly 80 per cent of total unemployment in some countries, and also in Western Asia and North Africa.

In comparison to older workers, the difficulties for youth rest largely on a lack of experience, lack of voice, a tough transition from school to the job market, and the obstacles to those not already employed posed by labour protection regulations. Despite a high level of education in the historical context, the current youth population is still viewed as a risk both by employers and mainstream financial institutions. Moreover, the line between unemployment and employment has blurred with the growth of the informal economy and intermittent or part-time jobs, which rarely lead to stable work or social protection coverage. Many young people work in casual jobs in this gray area. The existing vocational education and training programmes do not adequately reflect current labour demands, leaving jobs in some sectors vacant or out of reach to youth. Thus one key issue to be addressed is the imbalance between the supply of young people and the demand for their labour.

The psychosocial impact of low economic prospects or chronic unemployment should not be underestimated. Youth unemployment can lead to marginalization, social exclusion, frustration and low self-esteem—characteristics that can, over time, translate into behavior that imposes a significant burden on society.

The problems facing youth are not only a challenge for the personal development of young people but for the preservation of national and regional stability. During a February 2005 open debate in the Security Council regarding security issues in West Africa, United Nations Secretary-General Kofi Annan underscored this point by commenting, “Youth unemployment levels are shockingly high, and the accompanying desperation carries a real risk of political and social unrest in countries emerging from crisis, and even in those that are currently stable.”

In the Millennium Declaration adopted by the General Assembly in September 2000, heads of State and governments resolved to “develop and implement strategies that give young people everywhere a real chance to find decent and productive work.” The United Nations, together with the heads of the World Bank and the International Labour Organization, launched the Youth Employment Network (YEN) to pursue this goal. This initiative has created four strategies for youth employment:

- Employability of young people through investing in training and education
- Entrepreneurship
- Employment creation
- Equal opportunities for men and women

It should be clearly noted that in all regions the challenges for young women to find work are steepest. Overall, the female unemployment rate is significantly higher than the male rate; the regions where the female rates showed the most differentiation with those of men were Latin and America and the Caribbean and the Middle East and North Africa. Better jobs for women not only result in the transfer of financial resources over time but also translate into improved family welfare, the reduction of child labour and a better point from which to confront gender inequities.

■ **Macroeconomic Policies for Employment Growth**

Economic growth alone does not always aid the plight of youth. To specifically affect the circumstances of special groups, more attention needs to be paid, according to the World Youth Report 2003, to “increasing the employment intensity of economic growth especially in the most rapidly expanding sectors of the economy.” Putting employment at the center of macroeconomic policy signals a responsibility for the fate of youth. The problem of unemployed and underemployed youth will not be solved by focusing on the supply side of labour alone.



■ What are some guiding principles regarding youth employment policy?

- Ensure equal remuneration for equal work.
- In accordance with the Convention on the Rights of the Child (CRC) and the ILO's Core Labour Standards, focus on abolishing the worst forms of child labour and establish a minimum age for employment that is not below the age of completion of compulsory schooling.
- Do not apply reduced minimum wage rates to youth as a means to encourage hiring—this does not usually increase demand.
- Do not soften or weaken the system of worker protection standards and regulations as a tool to facilitate the integration of youth.

■ How can government best form the institutional arrangements to monitor the needs of the labour market and create more jobs for youth?

- **Integrate youth policy, and particularly youth employment policies, into a variety of areas such as education, health and justice in order for there to be a significant impact on employment growth.** Governments can set up a consultative body or task force to forge a comprehensive youth employment policy to include the views and aims of multiple ministries and agencies. For example, Poland and Austria have recently merged the Ministries of Labour and Social Policy with the Ministry of Economy to coordinate better economic and employment policies and create more jobs.
- **Conduct an assessment of past policies on youth employment, specifically the number and nature of new vacancies for youth per year.** In association with youth and civil society, it is important to concentrate on actions to increase employment intensity. Consultation with youth organizations and young people will be helpful in the process of exploring different policy options at different stages of decision-making.

■ How can government promote an expanding demand for labour that benefits young people?

- **Make it easier for enterprises to be created, operate smoothly, and grow by hiring more young people through a simplification of the regulatory environment.** In many areas, there are numerous and expensive steps and burdensome waiting periods for attaining the required licenses to create and run a business; many of these steps rarely serve a clear purpose. With the definition of decent employment in mind, the process can be streamlined and made less costly, while preserving transparency, so enterprises are able to train and hire more youth.

- **Assess and identify new societal needs through an assessment of the unmet social demands.** For example, challenges in housing, nursing care, AIDS care, and urban revitalization may be met through the implementation of training and local initiatives to fill these gaps. The ageing of the population in some areas will generate a significant demand for home care and skilled nurses.
- **Invest in public works programmes to use surplus labour for projects that may include upgrading infrastructure and improving irrigations systems, schools or health centers.** Though often part of a temporary poverty relief plan, the employment creation effects of public works can enhance the labour market in the long run in addition to improving local infrastructure that would otherwise not be achieved with private investment. These projects can also stimulate local economies through the demand for tools, equipment, and materials. According to the ILO, public works programmes are a particularly good entry point into the labour force for youth, especially for young women, and also serve as an opportunity for governments to demonstrate the practical application of labour standards. Clearly, public works projects require resources that are often scant within the tight budgets and the heavy indebtedness of poorer developing countries. However, with external donor support and the restructuring of debt, governments can launch these labour intensive projects and make a significant investment in the long-term productive power of their countries.
- **Target sectors that have the capacity to create productive jobs; some sectors even have profound linkage effects on the growth of other sectors.** Policies may target youth by identifying and focusing on sectors that employ a significant percentage of young people, such as information and communication technologies.

Public Works Projects—Senegal

Agence d'Exécution des Travaux d'Intérêt Public (AGETIP) was launched in 1989 by the government of Senegal, with the support of the World Bank and the African Development Bank, to provide short-term employment to a growing number of unemployed youth. The central mandate of the programme was to sub-contract, coordinate and supervise the execution of construction, rehabilitation, and maintenance of urban infrastructure and to facilitate the provision of essential services. During the first four-year phase, AGETIP enabled the creation of about 80,000 jobs by subcontracting 416 components of public works projects to small-scale entrepreneurs. Largely addressing urban issues such as the deterioration of infrastructure, mounting social unrest and under-employment, AGETIP quickly expanded to over 3,200 projects contributing to the creation of 350,000 short-term jobs annually and 6000 permanent positions. Similar programmes have been launched in Burkina Faso, Benin, Chad, Togo, Madagascar, Mali, Mauritania, and Niger with the support of their development partners.

Source: Sarr, M. (2000). Youth Employment in Africa: The Senegalese Experience, Background Paper No. 3, UN-ILO World Bank Meeting on Youth Employment, UN Secretariat, New York. See also: <http://www.agetip.org/>

Some of the preceding recommendations are contained in The Secretary-General's High-Level Panel report of the Youth Employment Network that drew up guidelines to assist in the preparation of the national reviews and action plans on youth employment. The guidelines also encourage Member States to involve youth organizations and young people in this process. The full guidelines are available at: <http://www.ilo.org/public/english/employment/strat/yen/download/guidelines.pdf>

■ **The Informal Economy**

In some countries it is estimated that only 5 to 10 per cent of new entrants into the labour market can be absorbed by the formal economy, leaving the bulk of new jobs to be generated by the informal economy, sometimes referred to as a “necessary survival strategy”. In fact the ILO estimates that 93 per cent of all jobs available to young people in developing countries are in the informal economy. In a sense, these young people are “forced” into a type of entrepreneurship where there is often little respect for the rights and legal protections of workers and where youth often work for long hours with little job security and low pay. Wages in the informal economy are estimated to be 44 per cent below the formal economy while the working conditions are generally more perilous and social protection is inadequate, at best.

Though some parts of the informal economy arise because people wish to evade business regulations and their enforcement, attaining the proper licenses, or paying taxes, most gravitate to jobs in the informal economy due to the existence of few, if any, other choices.

■ **What is decent work?**

According to the ILO, decent work is characterized by:

- Respect for rights in the workplace
- Pay that represents a liveable wage
- Availability of social protection programmes and schemes
- Safety and security at work
- Voice that includes the ability to take part in decisions that may affect workers
- Opportunities for training and the upgrading of skills

■ How can government, in addition to expanding opportunities in the formal economy, address the challenges presented by the informal economy in the short and longer term?

- **Promote decent work along a continuum that goes from the informal end of the economy to the formal.** The continuum can be made more fluid through a broadening of minimum wage laws which only cover a small percentage of those in the informal economy. By including piece rates in minimum wage laws, for example, more categories of wage workers are included in such laws.
- **Ensure that those in the informal economy can enjoy the full spectrum of rights and legal protections.** Information and training for young people in the informal economy are also necessary so that they are aware of their rights and obligations. It is difficult to extend social coverage to informal workers due to the inherent limitations in raising revenues and collecting contributions from workers with minimal earnings and a general absence of a direct employer-employee relationship. Efforts to extend social security protection to informal workers are growing; in India, for example, there is an initiative to tax the aggregate output of designated industries in order to finance benefits for all workers in those industries.
- **Confirm that the definition of “worker” in legislation applies to those in the informal economy.** Often the definition of “worker” entails benefits and entitlements, specifically social protection programmes. According to the ILO, only one-third of the world’s people have any type of social protection. A more inclusive definition of “worker” will contribute to more efficiently extending benefits.
- **Support and provide information on training for young people involved in informal economy activities.** Strict entry requirements to training programmes often represent barriers that discourage or restrict informal workers and people from historically disadvantaged groups from participating and benefiting. These restrictions should be removed so that youth can increase their knowledge and skills, specifically in relation to new technologies. Additionally, an expansion of the number and capacity of job centers will better serve young people in informal economy jobs. By changing the means of seeking work, one can also raise the quality of work that is found.
- **Consider setting up an inter-Ministerial coordination team or task force that allows the government, workers and employers to articulate their interests.** It is necessary to create a structural arrangement that welcomes the input of organizations of informal workers, including trade unions and informal female workers, in drafting employment-related legislation. As women dominate the informal economy, it is necessary to include a female presence on all sides of the discussion.

- **With the goal of social inclusion, pay special attention to those that are more likely to be discriminated against such as young women, those who speak a minority language, or persons with disabilities.** Certain groups encounter substantial barriers to moving upwards along the continuum to the formal economy. Governments and ministries should provide guidelines and mandate training for inspectors to identify discriminatory practices.
- **Strengthen the capacity of NGOs in the informal economy providing services such as HIV/AIDS education to groups at high risk.** Service delivery in the informal economy can be augmented through closer partnerships with non-governmental organizations, many of which already have strong ties in this area.⁵

■ What can government do to expand economic opportunities for youth?

- Volunteering and Youth Service Programmes
- Microfinance
- Promoting Youth Entrepreneurship

■ Volunteering and Youth Service Programmes

Youth service programmes may play a role in mitigating a sense of uncertainty among employers, and allow youth to provide for their basic needs while acquiring skills. To ensure that young people possess the appropriate skills, youth service programmes also have a place as part of larger “pre-labour” market policies that can boost the mobility and human development of youth. Though the meaning and application may differ from country to country, the International Association for National Youth Service defines national youth service as “an organized activity in which young people serve others and the environment in ways that contribute positively to society”. While not a solution to mass unemployment, programmes in various countries and regions serve to highlight young people as an important resource that can be effectively deployed to meet social, political and economic objectives.

Most youth service programmes provide some formal training to all participants and about half offer a mentoring component. Self sufficiency, increased productive capacity and employability of participants after completion are a few economic signs of a successful service programme while studies of some programmes have documented positive psycho-social effects. But it is also important to look at the impact on the communities themselves and the organizations with which youth work; some programmes have attempted to foster unity and narrow ethnic cleavages in cases of diversity or ethnic strife. Youth service is one method of targeting a vulnerable group whose unemployment contributes to high levels of poverty.

⁵ Many of the recommendations in this section are derived from the 2002 ILO Report on Decent Work in the Informal Economy. More information is available at: www.ilo.org/public/english/standards/reln/ilc/ilc90/pdf/rep-vi.pdf

Ghana—National Service Scheme

It is often the educated youth in developing countries that are most susceptible to unemployment. The Ghana National Service Scheme (NSS) began in 1973 to utilize the skills of recent graduates for national development, and since its inception over 360,000 people have served. Students who recently completed university and tertiary education complete a mandatory period in a service capacity; some work in small industry with the private sector while others serve in rural development planning projects or in depressed, urban areas through the Ministries' departments and agencies. Almost 60% will serve in the education system teaching or supporting schools to address the shortage of classroom teachers and the needs of the central government. Ghana is a country with about 230,000 new entrants into the labour market per year, though the formal sector is only able to support about 2% of this number as the share of graduates finding work in the public sector steadily declines.

As this programme in Ghana is limited to those with high levels of education, graduates of high school and university, participants serve those who are less privileged and their actions help eliminate hunger, illiteracy and disease in Ghanaian society. Research has shown that at the individual level, the classroom attendance and literacy skills improve with youth serving in the schools. Youth service can pave the path to longer-term employment as one World Bank study notes that 71% of those completing their service year were able to find work within 5 months.

Though stumbling blocks have included delays in payments and adjustments in the payment structure, the Ghana National Service Scheme, a policy that improves the relationship between the supply and demand for educated youth, is often cited as a model for others to emulate. Other achievements include bridging the gap between different social strata through exposing young graduates to a working environment and to rural conditions, as well as to the ethnic diversity that makes up the fabric of the culture.

Sources: McBride, A. Moore, Lombe, M., Tang, F., Sheridan M., and Benitez C. (2003). The Knowledge Base on Civil Service: Status and Directions. Working Paper No 03-20. St Louis, MO: George Warren Brown School of Social Work. Kwabia Boateng and Sarpong E (2002). An Analytical Study of the Labour Market in Ghana for Tertiary Graduates. Washington: World Bank, pg 37.

Considering that employment is commonly treated as a passive outcome of other policies, national service can be a part of an explicit policy aimed at improving labour absorption and can be linked to a national youth policy, if one is in place. While the adoption of social and macroeconomic policies to help stimulate growth and increase the demand for labour is indispensable, youth service programmes can, in the interim, provide lifelong skill advancement for participants, needed services for the communities in which they serve, and embed volunteerism as a societal norm.

Though such policies reflect the political will of governments to recognize the importance of youth, there is a danger of the use of young people as political pawns. It is important for youth participating in any service programme not to be branded as “messengers” of a regime or a party. Thus the success of any programme that is subsidized by the government is largely dependent on good governance.

■ Microfinance and Youth Entrepreneurship

Microfinance, the provision of small loans, savings accounts, microinsurance and transfer services, has been hailed as a vital part of the development equation. By its very nature, microfinance serves poor and low-income people. Microfinance institutions are therefore a significant part of the infrastructure necessary for development. Adding to the survival toolkit of poor and low-income youth (often first to feel the impact during times of crisis) who seldom have access to the full range of basic services, microfinance connects this population, with little or no assets, to productive capital. The impact of microfinance on poverty reduction has been measured in terms

of several dimensions, such as improved income, employment and household expenditure, and reduced vulnerability to economic and social shocks. Just as determinants of social development are hard to isolate, so are the cross-cutting effects of access to financial services. Fortunately, the conclusions that may be drawn provide some meaningful insight into the ways microfinance allows young people to meet their basic needs, earn money to improve their lives and guard against unexpected shocks.

Yet barriers to starting small and micro-enterprises do exist. In many nations, the formal banking system is not responsive to the needs of aspiring young entrepreneurs, as young people often lack collateral and may be viewed as a greater risk. This gap needs to be filled in order to foster sustainable access for young people. According to the Youth Employment Network, government and private sector assistance in the creation of new businesses should be a major focus of policy discussions.

Youth Driven Service and Entrepreneurship: South Africa—Umsobomvu Youth Fund (UYF)

Though political citizenship is now a reality in South Africa, the Umsobomvu Youth Fund (UYF) seeks to make “economic citizenship” also a reality. The UYF is a national agency established in 2001 by the government of South Africa that identifies non-governmental organizations and private sector partners to implement projects for unemployed youth that would benefit both the young people and the entire community. The key components of this programme are service, structured learning and exit opportunities.

Over a period of 12 to 15 months, youth participate in activities concerning the development of infrastructure, primary health, education, business, municipal food gardens, and care for high-risk children. Acknowledging that volunteering does not always change one’s economic predicament, participants in the programme receive a stipend and participate in projects that are designed to serve as a pathway to economic opportunity. To qualify, partnering organizations not only have to focus on developing the skills of youth, but also on identifying employment or entrepreneurial activities which young people could sustain after the project. Through a mentor programme where youth may receive assistance drafting a new business plan, the entrepreneurship part of UYF makes financing available to young people through collaboration with mainstream financial institutions. As a funding agency, Umsobomvu ensures that each project or business plan complement specific development objectives. Targeted at young people between the ages of 18 and 35 from previously disadvantaged communities, the UYF is consistently trying to expand a comprehensive database covering skill building, entrepreneurship programmes, potential employers, career guidance and health issues that will expand the quality and reach of service delivery. This South African initiative is set to expand with a newly adopted national Youth Service Policy Framework.

Sources: Foley, P. (2003). Youth Service for Employment: The Umsobomvu Youth Fund Initiative in South Africa. Chapter 13 in *Enquiry*. Global Service Institute (GSI) and Volunteer and Service Enquiry Southern Africa. www.youthportal.org.za/

It should be noted that microfinance is not just for entrepreneurship. For example, loans can also enable a young person to attend university, whether the money is for tuition or housing during this time, or to meet health care needs. According to the Universal Declaration on Human Rights, “higher education shall be equally accessible to all on the basis of merit,” and not according to one’s ability to pay. With access to a range of financial tools, young people can invest according to their own priorities, such as school fees, health care, business, nutrition or shelter, and plan for their futures.

In general, it appears that clients who participate in microfinance programmes on a continuing basis eventually realize better economic outcomes than non-clients. For instance, in terms of income poverty, there is evidence that access to credit has given many poor people the means to increase, diversify and protect their sources of income. In addition, microfinance institutions in many parts of the world have reported improved food expenditures and employment opportunities among their clients. Access to microfinance has also been found to promote increased expenditures on education and related improvements in health among poor clients and, in this respect, it can enhance human capital in the long term. While it is not a panacea to poverty, it has transformed not only people's perceptions of the poor but also their role in the development process.

It is important to note that entrepreneurship may not be the right path for all youth; in some cases, grants, infrastructure improvements or education and training programmes are more effective. It should be conveyed to youth that starting a business at any point in life involves risk; thus, from the policy maker's point of view, entrepreneurship programmes targeting youth should be conceived with the aim of improving the quality of this type of work through building appropriate skills and providing necessary resources.

■ **Why is microfinance a good way to target young women?**

Through microfinance, many women have become active participants in economic activities. Furthermore, as a result of microfinance and the enabling role it plays, women own assets, including land and housing, play a stronger role in decision-making, and take on positions of leadership in their communities. Some areas have witnessed a positive shift in values and expectations that affect women's role in society. However, in other cases, women's successful businesses have only added to their burden. Though women may make significant amounts of money through their work and their economic activities, this does not always translate into more power in the home; they often work in the market all day and then come home to the same domestic and family responsibilities that are not shared among the male members of the household. Thus empowerment is not always straightforward and should not be assumed to be an automatic outcome of microfinance programmes.

■ **What are some elements of financial services that benefit young people?**

- Young people have access to the credit, savings, remittances, and micro-insurance products that are available to the general population.
- All financial institutions in the country permit poor women to take out loans in their own name or have sole title on savings accounts.
- Financial institutions offer products tailored to young people, specifically young women.

- Students are able to access appropriate financial services for education needs such as tuition savings or school loan plans.

Microfinance means constructing financial systems that serve the needs and demands of poor people. This is a multi-dimensional process that involves the determined efforts of many actors.

■ **How can governments facilitate financial sectors that benefit young people with a range of financial services?**

- Governments can ensure that the formal banking system serves the needs of youth in areas such as furthering their education, business creation, and purchasing a first home.
- Governments can set up mentoring and training or business proposal writing programmes for youth entrepreneurs with a special focus on helping their enterprises grow in a manner that creates employment for others.
- As some financial sectors may not be mature enough to support institutions that reach out to women or young people, governments may help with targeted assistance, such as training or seed funding, to better integrate these people into the economic landscape.

Governments themselves should not be involved in the costs and pricing of financial products (except to provide the legal and regulatory structures that make it possible for financial institutions to decide their own pricing). However, it is generally agreed that the role of governments can easily complement the work of donors, social investors and civil society.⁶



⁶ For more information on the constructive but limited role of government in microfinance and its relationship to other actors to facilitate competition and market entry, see: CGAP Donor Brief No. 19: "The Role of Governments in Microfinance" (June 2004).

GLOBALIZATION

Globalization is not a new phenomenon. Economic, political and social realities in one part of the world have always had some effect on the lives of individuals of another region. Though economic integration based on trade and capital flows has been going on for centuries, what is new is the increased pace and more dramatic reach of globalization. This phenomenon is largely due to an increased demand for labour in developed countries, ease of movement of both people and capital, lower costs of transportation and advanced communication causing people to be more aware of opportunities outside of their home countries.

Globalization has had an impact on youth employment opportunities and migration patterns, and has led to profound changes, from a growing youth culture and consumerism to global youth citizenship and activism. Though some parts of the world have seen unprecedented growth as a result of the integration of economies and societies, many developing countries are still facing profound challenges to experiencing the benefits of globalization.

While globalization itself is not a policy, its course does depend on institutions, laws, programmes and policies and also affects the values, voice and opportunities of young men and women. Thus there are certain measures that may be taken to expand the benefits and ensure a fairer globalization. While many elements of this Guide focus on the effects of globalization, ranging from ICT to employment, this section will focus specifically on young people and migration.

Globalization underscores the nexus of youth employment opportunities and migration patterns. Today, in developed countries, there is an average of 142 young entrants (ages 20-24) to the labour force for every 100 persons about to retire; in 10 years, there will be a deficit of young workers with 87 young persons for every 100 who leave the labour force. In the developing world, the situation is in stark contrast: developing countries today have 342 young persons for every 100 persons aged 60 to 64. Employment creation and the absorption of a larger number of young workers is a global problem as the strong excess will continue to fuel a trend of migration.⁷

■ Young Migrants

Young migrants represent a varied and heterogeneous group, including youth entering other countries through legal and illegal channels, trafficked youth, seasonal migrants, second and third generation migrants who were born in the country, international students, and young people fleeing conflict.⁸ Lured by the promise of a job and a better life, along with sometimes unrealistic expectations, youth represent roughly

⁷ Report of the Secretary General on International Migration and Development (A/60/871).

⁸ For more information on the rights and welfare of migrant workers and members of their families, see the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

15 per cent of total migrants (the total is estimated at 191 million).⁹ Dissatisfaction with local conditions, pressure on natural resources and few prospects may drive the desire to migrate from either rural to urban areas or to another country. In some areas, the desire to move is quite strong and pervasive. According to the Arab Human Development Report 2003, 51 per cent of youth expressed this desire to pursue a life outside their home country.

Whatever the reasons contributing to the desire to migrate, the movement of young people is not without significant risk. Some youth are subject to trafficking through a clandestine industry of job brokers and intermediary agents who promise fortunes to be made in other countries. Undocumented young migrants almost always have no legal protection, live or work in harmful conditions, and earn little money. They are often invisible to the provision of social services or are not recognized in any national youth policy. With few options and a fear of deportation or retaliation, many young migrants have no one to turn to and live without any avenues for recourse in the case of abuse or exploitation. Due to a geographic imbalance in services and opportunities, youth often migrate from rural to urban areas. When rural livelihoods become unsustainable, these failures can have far-reaching effects with an influx of youth applying new pressures on urban areas.

■ Brain Drain

According to a 2005 World Bank study entitled, “International Migration, Remittances and the Brain Drain”, college educated workers from poorer countries are leaving in large numbers. Researchers found that a quarter to almost half of the college-educated nationals of Ghana, Mozambique, Kenya, Uganda, Nicaragua, and El Salvador are living in OECD member countries. For Haiti and Jamaica, the number rises to more than 80 percent. In contrast, less than 5 percent of the skilled migrants of the larger countries of the developing world—India, China, Indonesia and Brazil—emigrate from their country of origin.

Though high skilled migration is not without its benefits to the individual, it may have negative consequences on the home country’s economy. In the long term and with the promotion of circular migration, returnees may bring new ideas, approaches and international networks with them, benefiting not only themselves but society at large.

In order to address some of the concerns related to the migration of youth, young people need to have viable alternatives and incentives to remain in their countries. This means addressing root causes such as poverty or lack of opportunity, and by doing so, seeking to redress the inequalities between nations. It also requires that young people are provided, through education and skills training, with the knowledge and confidence to become successful participants in the labour markets of their own countries so that these countries are not deprived of innovators and institution builders.

⁹ See estimate based on the average age composition of the 10 largest immigration countries; based on data provided by the United Nations Statistics Division. Also see Report of the Secretary General on International Migration and Development (A/60/871).



■ **The Effect of Migration and Remittances on Youth at Home**

Not all youth migrate but even those who stay at home may reap the benefits of the mobility of family members. Family bonds across borders can become economic bonds that significantly impact the development of human capabilities. Recent evidence shows migration and remittances can reduce poverty of recipient households, increase investment in human capital, reduce child labour and raise child education, and have a limited effect on entrepreneurship. In some areas, particularly Latin America and the Caribbean, about one-quarter of all families receive remittances.

For a growing number of countries, remittances have surpassed official development assistance (ODA) in volume and now constitute the second largest source of financial flows after foreign direct investment (FDI). Compared with other sources of capital that can fluctuate depending on the political or economic climate, remittances remain relatively stable and actually tend to increase in more turbulent times. Most important for the lives of youth, standards of health and levels of education are areas most affected by remittances, and are often cited as strong motivators to migrate. Health and education spending has durable long-term effects on decreasing youth vulnerability at the household and community levels.

Though remittances have recently earned a prominent role in the policy agenda, remittances should not be seen as a replacement for sound national and international policies to enhance peace and development and address inequalities. Moreover, migration should not only be seen as the transfer of work or services to another geographic region, but as support to poor or low income people in their efforts to develop human capacity and provide for fundamental everyday needs. Remittances must be better measured and further integrated into development strategies.

■ **Why might migrant youth have special vulnerabilities?**

Migration is sometimes accompanied by the breakdown of traditional social networks, which can weaken cultural and community coping mechanisms, but in other ways it may empower youth to take on new roles. With respect to education, young migrants have to adapt to a different curriculum and language. Economically, young migrants may leave old jobs, connections, and recognisable experience or credentials behind, forcing them to find a job in an unfamiliar job market. Additionally, there are problems of physical and psychological health of young people associated with migration. On the other hand, youth are often best suited for coping with and adapting to the migration process because of their resilience, flexibility, energy, passion, and comparatively fewer attachments. In many cases, young migrants are an indispensable part of the host country's work force.

■ How can sending governments ensure that young migrants are treated on a fair and equal basis?

- **Inform potential migrants about the risks and benefits involved in migrating to another country.** Many migrants are insufficiently prepared for their migration experience abroad, making them easy prey to human trafficking, extortion and bankruptcy, often caused by steep payments made to recruiters or intermediary agents in order to migrate. Accurate, realistic and practical information on travel costs, recruitment agency fees, salaries, health insurance, paid sick leave, unemployment insurance and pensions, housing, schooling, and investment options should be provided in an impartial manner. Potential migrants should be presented with comprehensive information so that they may make up their own minds about the costs and benefits of the migration experience.
- **Educate potential migrants.** Highly skilled migrants tend to have a more successful migration experience than their low-skilled counterparts. Potential migrants should therefore have the opportunity to acquire skills and knowledge which are useful in their destination country. For example, relevant government ministries, NGOs or community centres can organize introductory language courses and cultural and civics courses dealing with relevant topics such as an overview of the judicial and political system and cultural norms and customs in the receiving country.
- **Open up avenues for migrants to transfer money cheaply and securely and to invest their savings at home.** Remittances play a central role in the economies of many sending countries. Legal, cheap and speedy transfers contribute to the economic empowerment of migrants and their families. Governments should not require bureaucratic hurdles, such as the verification of legal residency, for nationals living abroad to send money home.
- **Promote circular migration.** The so-called brain drain can be turned into a brain-gain if brain circulation takes place whereby a constant stream of returnees brings new ideas, approaches and international networks with them, benefiting not only returnees personally but society at large. One example is the case of young Indian IT specialists who gain work experience in more advanced countries for a few years and then return to either join an Indian IT company or set up their own IT business. Young migrants in particular may reap great benefits from living in another country temporarily and applying experiences gained abroad at home. Governments should consider facilitating productive economic linkages with the sending country, such as direct investment and productively absorbing and using the skills of returned migrants. More quantitative and qualitative research needs to be carried out to measure the exact impact of circular migration on sending countries.

■ How can receiving governments ensure that young migrants are treated on a fair and equal basis?

- **Create an agency or ombudsman for migrants within the relevant ministry to receive and investigate possible complaints and injustices faced by migrants.** The agency or ombudsman will provide a channel for young migrants to report abuse, such as the denial of wages or restrictions on freedom of movement or ability to change employers; it should also have a mandate to investigate the employers and living conditions of migrant workers. Governments should ensure that young migrants can log their complaints with somebody who is trained to deal with the special circumstances young migrants face such as racism or discrimination. The ombudsman or agency can share their insights with relevant ministries and agencies to improve public services for young migrants and, more generally, help to improve the public's perception of young migrants.
- **Develop a range of innovative approaches to deal with the specific integration needs of young migrants.** It is imperative to identify and utilize migrant youth capacities, to involve them in decision-making, and to tap their creativity, energy, and drive. Youth have to be successfully integrated into the education system and the labour market in order to participate fully in life. The Ministry of Education can implement programmes which will assist migrant youth in following the curriculum with initiatives, such as after school homework assistance or special introductory classes for migrants to learn the language and fill any knowledge gaps. Governments can bring together the employment agencies, youth NGOs and prospective or actual employers to improve the employability and training of young migrants. Language courses tailored for young migrant workers at easily accessible locations are often effective means to integrate young migrants successfully into society.
- **Eliminate any restrictions on unionization of migrant workers.** Collective bargaining can yield increased salaries, more rights for workers, better working conditions, improved health care service and pensions, among other things. It also reduces the risk for young migrants to fall prey to exploitation by unscrupulous employers or recruiters. Unions can offer young migrants support and guidance so they become more aware of their rights and are less likely to be exploited. In the age of globalization, the bureaucratic barriers for migrants to join unions must be lowered. It is often a challenge for unions to find ways to recruit migrant workers. Increasingly, membership restrictions for migrant workers, including those working without legal permission, are waived as migrants are recognized as a vital part of the labour force.

- **Promote circular migration.** Circular migration has been encouraged by labour market segmentation where labour migrants perform jobs that nationals may not want to take on. Often, they are replaced by migrant workers from their own village and, after a few years, may return as temporary migrant workers. Migrant workers wishing to visit their families should not be discouraged from interacting with their country of origin through restrictions or entrance and exit levies. Also, authorized migrants are more likely to visit family and friends (and return after these visits) if they do not fear entanglements at the border. ●

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